DOCUMENT RESUME

ED 377 094 SO 024 150

AUTHOR Cianfrani, Joseph Thomas
TITLE A Template for the Systematic Implementation of Welfare Reform.
PUB DATE 94
NOTE 74p.; Doctoral Dissertation, George Mason University.
PUB TYPE Dissertations/Theses - Doctoral Dissertations (041)

EDRS PRICE MF01/PC03 Plus Postage.
DESCRIPTORS *Change Strategies; Government Role; Legislation; Planning; Policy Formation; *Poverty Programs; Public Policy; *Strategic Planning; Welfare Agencies; Welfare Recipients; *Welfare Services
IDENTIFIERS *Aid to Families with Dependent Children; Department of Health and Human Services; Implementation Analysis; *Welfare Reform

ABSTRACT

Implementation is the challenge facing any attempts to reform the U.S. welfare service system. Without consideration of an implementation strategy, a reform plan will be destined to fail. Because many planners of welfare reform may be unfamiliar with program initiation, planners need a guide to assist implementation. This report provides planners with a systematic approach to implementing welfare reform plans. The report reviews current welfare initiatives (the federal government spends $6 to $8 billion per year on welfare) and includes summary documentation of those programs in several states. A five-step template for implementing welfare reform is proposed. This template addresses issues such as transforming a vision into a strategy, team development, locating advocates, and securing funding. The primary focus of the template is toward those reform programs that include educational opportunities, rehabilitation, and employment of welfare clients. Tables show each step of the template and provide supporting data, resource contacts, and visual summaries. (CK)

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A Template for the Systematic Implementation of Welfare Reform

By

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Spring 1994
George Mason University
Fairfax, Virginia

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A TEMPLATE FOR THE SYSTEMATIC IMPLEMENTATION OF WELFARE REFORM

by

Joseph T. Cianfrani
A Doctoral Project
Submitted to the
Graduate Faculty
of
George Mason University
in Partial Fulfillment of
the Requirement for the Degree
of
Doctor of Arts
Community College Education

Committee:

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Date: April 19, 1994

Spring 1994
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A Template for the Systematic Implementation of Welfare Reform

A project submitted in partial fulfillment of the requirements for the degree of Doctor of Arts at George Mason University.

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Acknowledgments

My indebtedness in submitting this project extends to many individuals who have been teachers, mentors, colleagues, committee members and supporters; especially, Dave Littman and Gil Coleman. Thank you for the confidence, encouragement and support, and for making me all that I could be.

Joseph T. Cianfrani

Dedication

To

Ginny
Joe
Theresa
Carmine
Millie

The family who has encouraged me in my educational goals for many years.

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Abstract

A TEMPLATE FOR THE SYSTEMATIC IMPLEMENTATION OF WELFARE REFORM

Joseph T. Cianfrani, D.A.

George Mason University, 1994

Project Director: Dr. David C. Littman

The federal government spends $6B to $8B per year on welfare; the administrative costs for the program, have increased 43% between 1987 and 1991. Taxpayers support 9.6 million children, who are living in 5 million families, most of them headed by single mothers. As the price for welfare support increases, a major ground swell from constituents for change can be observed.

On 11 June 1993, President Clinton appointed an interagency Working Group on "Welfare Reform, Family Support and Independence," to develop a plan to implement his pledge to "end welfare as we know it." A thirty-two member interagency task force, including some of the nations leading experts on welfare, six different government Departments and seven White House offices, have prepared the general concepts of transforming the welfare system into a transitional support program that promotes work and responsibility. Reform is already legislation in Wisconsin and on Governor Allen's agenda in Virginia. There are similar state initiatives in Massachusetts, and Colorado.

Within a year, numerous plans will be developed and presented to the administration to compliment Clinton's general guidance, but initial studies must be ranked and their effectiveness measured before embarking on national or statewide programs. The most difficult task awaiting these welfare reformers is not writing good plans but initiating them! This project is a template (series of recommendations and tables) which can assist developers in implementing their welfare reform plans. It includes a change process model for strategic development and identifies contact points for federal and state program sponsors. It also supplies information on funding sources, active industry projects, curricula studies and recommendations, and techniques to evaluate prototype results. The template stresses combining training as part of the meaningful work goal.

By use of the tables and templates in this project, welfare reform designers can focus their studies into areas that appear the most fertile to obtain enactment of their agendas.

Introduction and Statement of the Problem

The concepts in this section stress the emergence of welfare reform as a major issue in 1994. The problem of numerous unstructured plans is identified and the issues associated in initiating a welfare reform scheme are presented. The methodology of using a template to guide new plan development is explored, and the contribution of a systematic review to the overall welfare reform program is validated.

Introduction

In the 1992 presidential campaign, Bill Clinton promised to "end the welfare system as we know it." Now his administration must wrestle with the high expectations created by that pledge. As noted by the Washington Post[1], a major issue on the Democratic agenda this spring will be the "Welfare Reform" bill. Legislation on Capitol Hill is planned for 1994. The Clinton administration, as part of its plan to overhaul the nation's welfare system, wants to provide government subsidies for employers who hire welfare recipients and to put unemployed clients into community service work. His campaign promises outlined a broad study to require parents to work after a two-year stint on the welfare rolls.

An interagency task force appointed by the president to draft an "end to welfare" proposal, included some of the nations leading experts on welfare. The working group completed its recommendations in January, and submitted them to the White House.

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[1] Claiborne, W., Moynihan Presses Welfare Reform. Washington Post, 10 Jan. 94.

However, the Clinton initiative is not a singular thrust. Many states are also preparing strategies to reform the welfare system and cities are often turning to private agencies for help in reducing welfare roles.

The Problem

The problem to be addressed is that while there will be many plans submitted, a developer needs to understand the how to implement the concepts. Putting good ideas on paper is not the same as putting good ideas into practice.

Many planners are not experienced in this facet of program initiation. A guide is required. Numerous reform plans will be evolving within the next year, and many will fail due to lack of coordinated intra-organizational approaches. A significant factor in these failings is that developers, enamored with the complexity of their ideas, often do not address the mundane but necessary details of establishing a project in a political environment. Well intentioned, accurate plans often remain unused unless they are: politically astute, have management support, and contain acceptable strategic goals. Authors often rely on the merits of their scheme and overlook the organizational realities and the need for marketing them. Many of the plans submitted to national and state agencies will address major issues in welfare reform, such as jobs and training, however, each will be unique and attack limited aspects of reform. A systematic methodology of reviewing plans prior to submission to welfare reform administrators would facilitate adaptation by interested organizations and eliminate redundancy.

Guy Gugliotta of the Washington Post suggests that some plans may be lacking in overall strategy when he humorously wrote in Creating a Government that Works Better and Costs Less, "Once all the recommendations in this volume are carried out there will be 55 million less government employees, doing 263 % times more work at 72 % lower cost." Coordination efforts are needed!

The Issues

What we call welfare, the Aid to Families with Dependent Children (AFDC) program, was mainly designed to help widows of workers, on the theory that mothers of young children ought to be able to stay home with them even if their husbands had died. Dixon[2] cited that the cost of running welfare programs is rising more than twice as fast as the number of people on the rolls. Health and Human Services data show that the federal government spends $6 to $8 billion per year for AFDC. Additionally, administrative costs have increased 43% between 1987 and 1991, from $3.4B to $4.9B, while the number of recipients a has increased 18%. The average monthly payment is $381 and the annual cost of the state-federal program is $23B. As a caring society, there are many humanitarian issues against removing families from welfare such as children's needs. There are also strong issues for advocating reducing dependence on a system that does not encourage self reliance, but the major concern to taxpayers is cost. Therefore, within the next year, I believe that the "welfare reform" movement will surpass the widely publicized "health care" initiatives. The reasons are: 1) health care will require funding and has no real means of obtaining increased revenue, it is a new program and must be financed from new or existing sources;

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[2]Dixon, J., Cost of Delivering Welfare Grows Faster Than Rolls. Washington Post, 4 Jan. 94

2) welfare is already established, therefore reform programs will simply shift existing funds to more effective prototype programs; 3) welfare reform is the politically correct course in an election year, and unlike hearth care, it has no major organized opposition. Sen. Moynihan[3], the chairman of the Finance Committee, said that Mr. Clinton's pledge "almost certainly requires creation of about 1.5 million public sector jobs, ... which could cost $30 billion a year, assuming a cost of $20,000 per recipient." These funds would come from the funding already appropriated for AFDC programs.

Statement of the Purpose

The purpose of this paper will be to provide a systematic approach to implementing welfare reform plans. Although there are many issues involved, the project focuses on identifying those programs and proponents that include educational opportunities with rehabilitation and employment of welfare clients. Topics such as child care, disabilities or support groups, while they have significant impacts on job retention, will only be addressed in the context of political statements and existing plans. Follow-on studies should consider these topics and the use of advanced training technology for a fuller analysis.

Methodology

This project provides a template for evaluating welfare reform plans. The template consists of a series of tables and recommendations generated from research of: texts of political statements, national and state planning documents, authors on welfare and

[3]Dionne, E., Reconnecting Welfare to Work. Washington Post, 10 Dec. 93.

available executive department press releases. It will address strategic planning, funding and evaluation. The data and discussions are intended,to furnish, too the welfare reform planner, information on concepts that are currently under consideration, the leading personnel (contact points) in the field, and state/national strategic or political goals. Also included are locations of potential funding sources, and a project evaluation model. The project additionally provides discussion of welfare reform as applied to a systems model; the results of my independently conducted research and national surveys of job or course requirements.

Although the project addresses welfare reform from the national and state level, specific attention is placed on those studies or plans that incorporate education into the reform package. This is a biased position, because reforms can be formulated without the educational component. However, I believe (based on the Clinton direction) that any plan must provide education in order to be considered on the national level, or it will have only limited state endorsement. My surveys have indicated, per discussion with Va. State Rep. Dillard's staff, that community colleges are not taking a leadership position in the welfare initiatives . There are the "Tech Transfer" programs that start in high school, community college comprehensives, industrial partnerships and availability of advanced training technology to assist learning, which should be considered in welfare reform planning. Thus far, the community college's role in welfare reform has been limited and this project may provide a basis for future initiatives. Tables are included to consolidate the strategy prior to submitting it to executive offices.

Contributions of the Project

Getting started in a project is the most difficult part -- enthusiasm is usually the initial output, but getting it operational often results in delays and misdirections. "Who do I see, what are they looking for, does it fit," are the usual questions. Time and effort spent on concepts that have already been tried or that are politically incorrect may be wasted. A systematic method, a template, is one method to verify that all the planning factors have been considered. The template in this project is on based on my program management experience. It is intended to assist one to identify areas of job market growth, curriculum to be taught, and private and government manager's employee qualification. The template tables also identify companies that are currently conducting training, and government and state agencies that would be receptive to the plans. A community college officer, using the tables provided, could construct courses and a curriculum that would be acceptable in a welfare reform proposal. Knowing the political agenda and funding structures will result in more efficient acceptance of welfare reform plans, thereby avoiding false starts and dead ends. The community college's knowledge of which bills are before the general assembly, and which organizations (national and state) are proponents, is mandatory for obtaining approval. Awareness of executive policies, identification of possible financial resources and contact points are necessary to initiate a plan. The template and the detailed tables will assist in organizing the information to construct more productive and systematic models for welfare reform.

TEMPLATE -- Step 1

Recognize the need for using a master plan to evaluate welfare reform proposals. A series of tables and figures are combined into a tool called a template. It will focus the planner toward identifying stated objectives and productive goals.

Review of Theoretical Literature

This section defines a systems model and the development of an implementation strategy. It offers a macro look at planning and focuses the reader toward the major political thrusts and resources required in their strategy.

Systems Philosophy

A planner should understand the welfare system and the external influences that will impact the strategy. A system model should be created to identify the environment in which the plan will be used. Once the system is defined, a strategic plan can be developed. Lunenburg & Ornstein[4] provide a basic model that has five parts: input, transformation process, output, feedback and the environment. Figure 1 expands the author's general approach with details for a welfare reform process.

External Environment -- The environment surrounding the system includes the social, political, and economic forces that impinge on the process. Specifically, we must understand what's politically correct, and identify sources of funding and prevailing attitudes toward welfare reform. The planner must recognize the advocates as well as the detractors of the plan and develop contingencies. Unions, as McGinley[5] states, are

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[4] Lunenburg, F., Ornstein, A., Concepts and Practices. Educational Administration. Wadsworth Publishing Co., Belmont Calf., 1990.
[5] McGinley, L., Politics & Policy: Clinton Faces Daunting Task in Turning Welfare Rhetoric into a Coherent Policy. The Wall Street Journal. Sec: A p:12, 29 Dec. 1992.

concerned that welfare clients' jobs will be culled from existing industry or government positions; while Dixon asks, "who decides who works and the amount of pay?"

Input -- Inputs are the human, material, financial or information resources used to produce a product or service. The template stresses general information: contact points, existing programs and possible sources of funding. However, regulations, legal impacts and restrictions, local government influence, and recipient profiles also must be considered. The system model addresses the major inputs for consideration and provides several specific inputs.

Transformation -- In exercising administrative functions (lobbying, briefing and planning), the inputs undergo a transformation. The interaction among recipients, employers and administrators is part of this transformation. The planner must define the transformations required: culture, motivation, communication skills and educational curriculum changes that will accomplish the reform concept.

Output -- The outputs include the organization's products and services. Goals must be identified prior to starting the project; for example: the trained, willing workers should be off the roles within a year. One result of utilizing community colleges might be graduation from a Tech Prep program that leads to an industrial position. Other outputs include parameters, such as, employee achievement, reduced absenteeism, better attitudes toward work and training, job satisfaction (employer and employee) and improved job performance.

Feedback -- Feedback is information concerning the outputs or process of the organization. It influences the selection of inputs during the next cycle. Such information may lead to changes in both the transformation process and future outputs. Application of feedback data from a demonstration and validation process provides a systematic approach by which plans could be evaluated and modified, if unproductive. Therefore, within the strategy, provisions for obtaining information are mandatory, so that adjustments can be accomplished on a timely basis. Examples of feedback might include: periodic interviews with case workers, teachers or employers.

Figure 1 is a suggested general system model for transforming welfare reform plans into useful resources -- trained employees with meaningful industry positions. This model establishes an overview to be used in conjunction with the template.

TEMPLATE -- step 2

In the implementation of reform, address the total system and the areas that a specific plan will impact: input, output, environment, process, feedback. Use the "system model" as a guide in structuring a strategy.

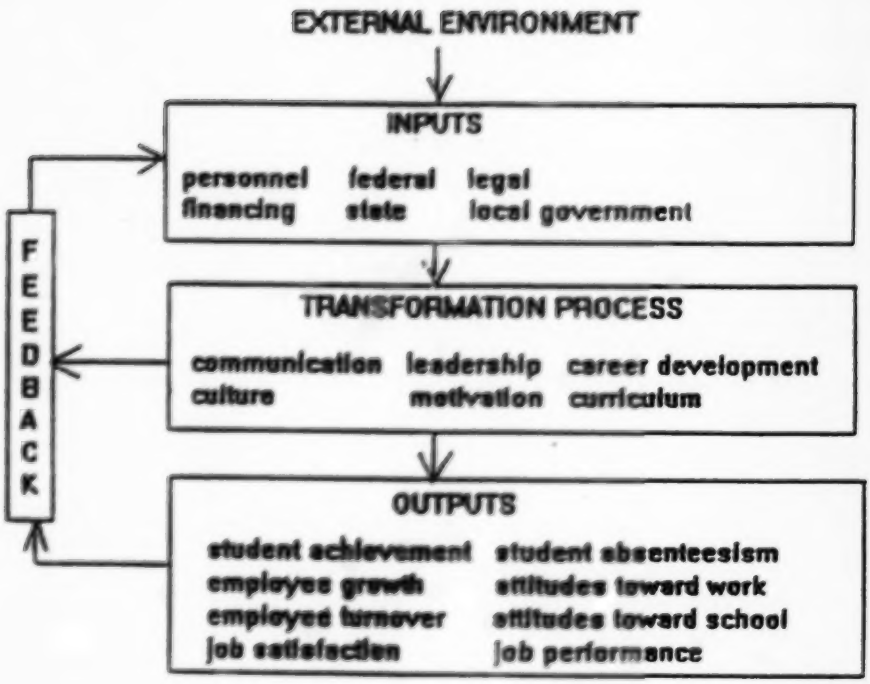

Figure 1: A System Model

Development of an Implementation Strategy

Strategic Planning – Strategic planning means integrating short and long term objectives. Where do you want to go, how are you going to get there, how will you know when you have arrived? My program management experience indicates that building a team to enact a vision for change, is the first step in strategic planning. The plan developer must acquire a clear vision of the future, identify the underlying philosophy that will shape change, and reach consensus by the team members on the guiding central beliefs. Additionally, team members must articulate the plan's vision and obtain buy-in from the administration and the general public. Kinnaman[6], supports these guidelines: "a team should include representatives of every group that has a stake in the outcome, ... conduct a needs assessment, ... build community support by communicating the vision. Set a timetable. Focus on one or two high priority items initially and assess attitudes." I would add: identify barriers to change (people and organizations), define the framework for achieving incremental success, and integrate your program with other successful initiatives.

Strategic goals that require systemic change are more likely to be accomplished if they are integrated among several important improvement initiatives. Hence, the need for a template to determine what has been successfully tried. Building support, especially among the administrators and personnel most affected, must be a primary role of the planning team. Lobbying both administrators and CEOs is mandatory! Include program promotion in the strategy. Additionally, the strategic planner must be sensitive to possible

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[6]Kinnaman, D., Strategic Planning for a New Generation of American Schools. Technology and Learning. PeterLi Inc., San Rafael Ca., 1991.

implied threats in the plan, i.e., funding inequalities. Modifications are expected, so the planning requires flexibility.

Funding -- "Without funding -- there is no program!" It's basic survival in the world of business. Unfortunately the financial cost of incorporating new concepts is initially quite high, and many planners have found their efforts slow at best. Regardless of idealistic goals and unique strategies, financing is the major tool to get programs accomplished -- it is the prime motivator. There must be a combined economic and political strategy! The plan should address "how are the program's short and long range vision supported?" Wilson[7] lists some recommendations which address locations of the administration's "cash stash." His guidance includes: "look to see whether your district has set aside a percentage of its general funds for reform. Consider state and federal grants and partnerships with industry."

For specific locations of funding, check the Catalog of Federal Domestic Assistance, which provides a complete list of all federal grants allocated by Congress. It can be purchased at the Government printing office, (202) 783-3238. An additional resource source is the State Government Grant Programs, which is a directory describing state grant programs available in 13 states including: Ala., Alaska, Calif., Conn., Fla., Ga., Ill., Md., N.Y., Okla., Pa., S.C., and Wa. Contact other states directly. There are 535 organizations, one located in every congressional district, centralized under the governor of each state. The headquarters is located in Arlington Va. -- (703) 908-0625. Another avenue for resources is to contact private organizations such as the New American

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[7]Wilson, T., Where to Find Funding for Your Technology Project. Technology and Learning. PeterLi, Inc., San Rafael Ca., 1992.

Schools Development Corp.[8] which provides funding for education. If a planner is considering educational funds under the Clinton administration, there are two primary programs: Labor Secretary, Robert B. Reich's "School to Work"[9] program, which issues funds to improve vocational education, and the Dept. of Education's "Goals 2000" that sets up national education targets and has funding of $105M in 94 and $422M in 95. Community colleges, specifically Tech Prep programs, will find these sources especially useful in sponsoring welfare reform.

Additional local sources of industry funding may be obtained through the Jobs Training Partnership Act (JTPA) grants to the states. Active, direct services programs, also receive a variety of financing patterns, such as contract, general fund, and grants. A leader in this financing is the Colorado Office of Economic Development. A new initiative in educational financing was established by Hon. Walter H. Annenberg, former US. ambassador to Great Britain. He has donated $500M to New American Schools. This organization will finance prototype educational projects throughout the country. There are nine design teams across the country that can be contacted at a central number, (703) 908-9500.

Finally, a Tech Prep Three-Year Action Plan, (41), Project GCC-P18-92, was submitted June 30,1992 by the Virginia Community College System in consultation with business, industry, and labor. It provides for active involvement of business and economic development representatives in the development and submission of Tech Prep

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[8]Mayor Gulinite, American Works. ABC News TV 27 Jan. 94.
[9]McNamee, M., Robert's Rules of Reorder: Clintonomics II. Business Week, 24 Jan. 94.

implementation proposals[10]. Its sources of funding are local and Development/Implementation Grants.

While there are a significant number of sources for financing a project, a caution to the planner is necessary. The economy and workplace needs must be considered when using industry partnerships to obtain resources. It's a dual edged sword that requires compromises that a planner may not want to make. If educational technology is placed in the classroom, for example, who controls it? What are the anticipated outcomes of teaching "prescribed" industry courses. Do the classes harmonize with the overall strategy of the decision makers? If industry training is anticipated, the most successful programs will identify jobs in growth industries.

Evaluation – Evaluation is concerned with the extent that a program yields desired results. Planners need to think of desired outcomes as a destination. Some rules for planning evaluations are: look at the process, keep it simple and focused, and involve practitioners that have actually experienced the program. Finally, to say, "we have a certain number of people off the roles" is simply not enough, we must look beyond the immediate achievement and consider potential long range impacts, such as: employees attitude toward work, behavior, attendance, and performance.

Two concepts which can be used for evaluation models are those presented by Mundry and Hergert[11], and Kinnaman[12]. One model for evaluation is the CIPP (context, input,

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[10]Germana Community College, Tech Prep Three-Year Action Plan, Project GCC-P18-92, 30 June 1992.

[11]Mundry, S., Hergert, L., Making Change: for School Improvement. The Network Inc. 2nd ed., 1990.

process, and product) proposed by Kinnaman. In CIPP, the major objective of the context is to define the environment where change is to occur, the environment's unmet needs, and the problems underlying those needs. Input involves an analysis of alternative proposals, and making decisions on the outcome. Process evaluation periodically assesses the process and supplies information for deciding to continue, terminate, modify or refocus the activities. While the product concept of CIPP addressees recognizing the results of the decisions, and determining if they meet expectations.

A second model of evaluating change was developed by The Network Inc.[13] It is a tool which simulates organizational change, using real life strategies. It focuses on the role of the change committee. Mundry and Hergert provide the following guidance:

1. Change takes time and persistence
2. The change process has different needs at each stage
3. Effective strategies aim at meeting peoples needs
4. Administration support and approval are needed
5. Develop a critical mass of support
6. Take responsibility for organizational change

TEMPLATE -- Step 3

Develop a strategic plan that provides for team consensus, administration support, understanding of the proponents and opponents of the plan, funding and evaluation of the results. Locate sources of funding. However, recognize that compromises will be necessary. Finally, use evaluation models to focus on the desired outcome. Remember that outcomes are planned and are not a result!

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[12]Kinnaman, D., How to Evaluate Your Technology Program. Technology and Learning. PeterLi Inc., San Rafael Ca., 1992.

[13]Mundry, S., Hergert, L., Making Change: for School Improvement. The Network Inc. 2nd ed., 1990

Administration, Industry and Education Initiatives

This section documents welfare statistics to establish the basis of need for welfare reform. It is currently a politically correct issue and, as the data shows, it will become an even more pressing concern in the future. The educational trends presented show the direction that administrators are taking in this arena. Since many of the legislators cited are in favor of education as one major step leading out of poverty, these educational trends will assist the planner in focusing on the strategic objective. Finally, as part of the template scheme, national, state, and industry proposals that our leaders have publicized are identified.

Welfare Statistics

Health and Human Services data[14] indicate that welfare costs are rising and expenditures will require adjustment. Therefore, there is valid concern for solving the problem. AFDC supports 5 million families, with an average monthly payment of $381. Both the case loads and expenditures have dramatically increased. Health and Human Services' reports indicate the following:

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[14] Health and Human Services, Aid to Families with Dependent Children Program. HHS Fact Sheet, April 1993.

Caseload	
average number of monthly families	4,768,495
average number of monthly recipients	13,625,342
Benefits Expenditures	
total	$21.9B
average monthly benefits per family	$383.45
average monthly benefits per recipient	$134.20

Additional statistics published by USA Today[15], show that spending for AFDC in 1970 was $2.2B, and has increased steadily to $12.7 B in 1994. State spending has also been on a comparable level -- starting at $1.4B and ending with $10.4B. Average monthly benefits for the same period were $178 to $377. Unfortunately, 68.6 percent of the heads of households are not seeking work, and 44 percent of AFDC recipients have been on welfare for more than 5 years. The American Public Welfare Association[16] cites that its overhaul of the welfare system would cost the federal government $15B over 5 years. The dilemma is that welfare costs too much now; and it will continue to increase in costs unless a solution to reducing dependency is developed. The remedy may be painful but action must take place or we will lose another generation to poverty and hopelessness.

Educational Trends

The concept of educating individuals out of poverty is not new, however, not everyone can fully embrace this idea to reform welfare. Some welfare clients simply don't like school. Also, benefits must be substantial, to attract workers off the welfare roles. The

[15]Welch, W., Ending Cycle of Welfare Reform Hangs on the Bottom Line. USA Today, 9 Feb. 94.

[16]Associated Press, Committed to Change: Officials Back Proposed Welfare Reforms Costing $15B. Gloucester County Times, NJ., 12 Jan. 94.

jobs must pay more than the minimum wage and prepare the clients for advances in the future. Creditable plans that incorporate education and jobs with potential for the future are being combined to accomplish major social change. For example, a concept could be developed for a two year education/work program that begins as a high school level equivalency program and ends with industry providing a growth position.

Listed below are many of the recent trends in education -- some rely on industry to conduct the training, while others feel that a combination of education and business etiquette is more effective. The proposed template requires that the trends be reviewed and incorporated into the planner's strategic concepts.

Privatization -- The funding of a private corporation to teach in the school system is an initiative under discussion by school districts; it has taken hold in several cities. In Detroit, the estimated privatized educational cost is $4500 per student. Minneapolis[17] is also using private firms to manage its educational system. The budget is $18M for 4000 students. A leader in privatization is Education Alternatives Inc. Richardson[18] states that EAI has brought to the nine Baltimore schools, "cleaner, more inviting places to work and learn." Miami, Florida is also under EAI. In Baltimore the company had a $26.7M budget in the first year. A proposal for privatization was under consideration by the school board in Washington DC., however, it was rejected 4 March 94 because of teacher union complaints and the lack of the superintendent to build community consensus.

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[17]Richardson, J., Privatization Makes the Grade, Part 1, Detroit Free Press. 11 Jan. 94.
[18]Richardson, J., Privatization Makes the Grade, Part 2, Detroit Free Press, 13 Jan. 94.

Contract Training -- Doyle[19], Deagan[20] and Peirce[21], all identify a national perspective boom in training and development, and an increase in contract training programs. Programs, such as, Wittle's Edison Project, and Mark Shriver's "Choice" program focus on training and middle school dropout prevention with the long range goal of providing jobs to solve urban ills.

Vocational Education - The Perkins Act[22] emphasizes integrating academic and vocational education. It has reinforced the trend toward more academic components within vocational programs, especially at the secondary level. The Tech Prep Initiatives span the requirements between vocational and academic education, depending on student needs and capabilities.

Parris N. Glendening[23], (D), Maryland's Prince George County executive, plans to give young men and women a way out of poverty. He believes that a Job Corps center is the last best chance for youth (sixteen to twenty four) to create tools for their own future and to become contributing members of the community. A $23M federal job training facility that is designed to utilize community support that will be funded by the US. Labor Dept. It provides a campus like setting for two years of vocational training.

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[19]Doyle, D., The Reform Agenda: The Edison Project. The American Enterprise. pp 24-26, July/August 1992.

[20]Deagan, W., Managing Contract Training Programs: Progress and Proposals. Paper No. 2, Institute for Studies in Higher Education Policy, 1988.

[21]Peirce, N., Baltimore Universities Seek to Solve Urban Ills. Philadelphia Inquire, 17 Jan. 94.

[22]Grubb, N., and Kraskouskas, E., Building Bridges -- Integrating Academic and Vocational Content." Vocational Education Journal, Feb. 93.

[23]Abramowitz, M., *P.G.* Selects New Site for Job Corps. Washington Post, 5 Feb. 94.

The Job Training Partnership Act (JTPA) can aim potential planners in developing effective strategies to train students. "Community colleges," as Nwagwu[24] writes, "must develop partnership relationships with businesses and other work organizations through vocational education programs, in order to retrain and retain students." First, to achieve this purpose, community colleges must develop systematic techniques for gathering information and identifying students who need the courses. Second, community colleges must maintain a conducive and sustaining educational environment that supports retention of culturally disadvantaged students. During the 1982-83 school year, 66 businesses established or continued educational partnership programs with 3 public schools in the Houston area.

Community Colleges -- Community colleges may be particularly well able to offer the kind of training programs that meet the needs of businesses. The experience of one comprehensive community college, Middlesex County College in New Jersey, illustrates what can be accomplished when private industry and public education join forces to solve a problem. The college worked with a pharmaceutical company to develop a basic-skills diagnosis and remediation program for the company's hourly employees. Designing an effective training program requires identifying training needs, choosing the most effective training approach, and developing an evaluation procedure. Kantor[25] states that "community colleges have responded by expanding their roles beyond the traditional role of education and training for individuals who comprise the future work force. They have

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[24]Nwagwu, E., Retaining Students Through Job Training Partnership Programs. Community College Journal of Research and Practice. Taylor & Francis, 1993.
[25]Kantor, S., The State of Direct Services To Business in Colorado Community Colleges. Community College Journal of Research and Practice. Taylor & Francis, 1993.

entered into partnerships with business and industry to customize training for their present workers."

Some colleges screen and assess, others do a comprehensive diagnosis of businesses' training needs, and economic development agencies recruit and attract businesses to their locale. Dr. James C. Palmer[26], previous Associate Director of George Mason University's Center for Community College Education, identified four national themes that have emerged as colleges have become more active in this work. His findings indicate that Colorado community colleges are expanding their missions to include a variety of economic development activities and roles that go beyond instruction. Colleges assisted in wooing new business to the community and in developing strategies for retention of existing business.

An important strategy for welfare reform is convincing the students that their own efforts in the program are of paramount importance to their individual success. This act of empowerment encourages students to realize that they are the shapers of their own careers and that their well being, after the program, will depend on how much effort they put into the program. Positive reinforcement in the work place must be encouraged for retention to occur. Recognition for the work done should be more than just congratulatory; it should be a part of the job training partnership. Progress and continuous follow-up activities must be established between the community colleges and private industry to improve retention and reduce turnover.

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[26]Palmer, J., How Do Community Colleges Serve Business and Industry. Fairfax Va. GMU, 1990.

National Objectives

If an effective plan is to be implemented, it should fit within the context of either national or state objectives. Therefore, a review of these objectives is necessary for the template. What are the national objectives as cited by the Clinton administration, and where can they impact new welfare reform programs? The Clinton working group includes some of the nations leading experts on welfare, including David Elwood, Assistant Secretary for planning and evaluation at the Dept. of Health and Human Services, Mary Jo Bane, another HHS Assistant Secretary and White House budget aide Isabel Sawhill. Listed below are the recent national objectives cited by Claiborne[27]. Internal politics, while not directly discussed, can be implied from the task force's recommendations.

> Option 1 -- Welfare recipients would be placed in a work program where they would be paid the minimum wage for 35 hours of work each week. Each state would be required to create a minimum number of work assignments, based on the federal funding it receives. The state would supplement a worker's earnings, if they are not equal to AFDC benefits. Although not directly addressed, it is implied, that the creation of new jobs would be the state's responsibility.
>
> Option 2 -- Obtaining employment would be the explicit goal of each contract with the welfare recipient. Those who reach the two-year time limit for assistance would be required to participate in a community work experience program if no other job is available. Another recommendation under this option would provide an additional $50 per month in AFDC payments to families who establish paternity.
>
> Other Goals -- The prime mover behind the administrations "investment" strategy is Labor Secretary, Robert B. Reich. He demands that aid recipients assume greater responsibility for their actions, McNamee[28]. Reich's "School to Work" theme sets up improvements in vocational

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[27]Claiborne, W., 2 year Limit on Welfare is Proposed. Washington Post, 16 Jan. 94.
[28]McNamee, M., Robert's Rules of Reorder: Clintonomics II. Business Week, 24 Jan. 94.

education, while the Dept. of Education's "Goals 2000" sets up national education targets.

State Objectives

Cited below are the proposals and directions of a number of state representatives. Today, there are no working plans established in any state, although numerous states have indicated that they have one pending. Wisconsin is the only state that has enacted legislation and anticipates that it will have an implemented plan next year.

1. Since 20 January 1993, president Clinton[29] has approved welfare demonstration projects in Georgia, Illinois, Iowa, Vermont, Virginia, Wisconsin and Wyoming. Requests are pending in 15 other states. Details on Health and Human Service's, "State Welfare Demonstrations – 1993" are provided in Appendix 1.

2. Massachusetts' welfare reform[30] would drop cash benefits, and require clients to work, but no definite time limits are recommended. Massachusetts Gov. William Weld has said that his welfare proposal will eliminate clients from aid, if they don't find work in 60 days, "even if they have to resort to burger flippin, it's still a better potential than welfare."

3. In Wisconsin's Plan: "Work Not Welfare", Gov. Tommy G. Thompson (R) signed legislation that proclaimed Wisconsin's position as the No.1 state in welfare reform. It has legislation[31] and predicts a new welfare system by 1 January 1995.

4. An Iowa measure on welfare reform sets no deadlines for ending welfare benefits. Its plan calls for 12 months of job training and transition benefits coupled to work requirements.

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[29]Health and Human Services, State Welfare Demonstrations - 1993. HHS Fact Sheet, Nov. 1993.

[30]Claiborne, W., Massachusetts Welfare Reform Would Drop Cash Benefits, Require Work. Washington Post, 15 Jan. 94.

[31]Walsh, E., Wisconsin's Plan: Work Not Welfare, Washington Post, 5 Dec. 93.

5. The Virginia position is that "welfare should reflect mutual responsibility on the part of the parent and the welfare agency" as cited by Larry Jackson[32], commissioner of the Virginia Department of Social Services. He endorsed a two year limit on benefits, increased child support and more education for poor women. State legislature is considering a number of bills proposed in January 1994, but has not developed a consistent, overall strategy, as requested by Governor Allen.

6. The Index of Bills, Resolutions and Documents[33] in the Virginia Legislature lists over a hundred bills on welfare submitted in this session. There are three: HB 901, "Targeted Jobs Grant Program", HB 1041, "Welfare to Work", and HB 1322, "Welfare to Employment Act", which planners in Virginia should review. However there is no specific bill directly aimed at education.

7. Leslie L. Byrne, (D), House of Representatives, has provided the Virginia's 11th District, policy on proposals to reform welfare. A copy of her comments are included in Appendix 7. The proposal includes a comprehensive job training and education program.

Industry Trends

Welfare-reform planners might find a few hints to solving the welfare riddle at a small, private-sector employment agency called America Works, located in lower Manhattan. It might be the best example of reform in the private industry category. For the past five years, America Works[34] has placed thousands of hard core welfare clients in New York and Connecticut, into private-sector jobs, at an average starting salary of $15,000, plus benefits. The private industry, run by Peter Cove, will find jobs for AFDC recipients, and they are paid by the city only if the clients stay more than 7 months. New York city has

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[32]Associated Press, Committed to Change: Officials Back Proposed Welfare Reforms Costing $15B. Gloucester County Times, NJ., 12 Jan. 94.
[33]Dillard II, J., Index of Bills, Resolutions, and Documents. Office of the House of Delegates, 4 Feb. 94.
[34]Mayor Gulinite, American Works. New York Times, 27 Jan. 94.

saved $21M in 1993. This company was recently featured on ABC news. Governor Mario Cuomo was enthusiastic about the results.

If a welfare reform plan recommends employment of AFDC participants, then the clients must be provided meaningful work -- jobs with a future. Therefore, it is mandatory that they be placed in growing industries and given training that will lead to on-the-job progress.

Listed below are data that indicate the probable availability of future jobs as well as courses which should be offered[35]. Tables 1, 2, 3, and 4, provide a survey of industry trends, educational levels, course types and quality needed, for welfare recipients to stay on the job. These topics should be addressed in any plan that considers education as a major component.

The Bureau of Labor Statistics 1993 data of Table 1 identifies future growth industries by displaying the 10 occupations that are projected to provided the greatest number of jobs to the economy by the year 2005. Bailey[36] presents occupational data indicating needed changes in the level and content of education. He displays trends in occupations over the last 15 years and through the year 2000. The data shows that more than half of the net employment growth between 1976 and 1988 took place within the higher skilled occupations. In Table 2, Bailey presents the Bureau of Labor Statistics projections and divides the occupational structure into the higher and lower level occupational categories.

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[35]Curtis, J., Winsor J., and Stephens, R., National Preferences in Business and Communication Education. Communication Education. vol. 39, July 90.
[36]Bailey, T., Jobs of the Future and the Education They Will Require: Evidence from Occupational Forecasts. Educational Researcher. vol. 20, no. 2, pp. 11-20, Mar. 91.

It suggests that the new jobs that are expected to be created over the next decade will require higher levels of education than current jobs. By the year 2000 more than half of the new positions will be filled by workers with at least some college education. Proponents of the upgrading argument stress the need for more college and community college graduates. Welfare recipients should be guided toward the high school and community college level jobs of Table 2 and the occupations of Table 1.

Table 1: Industry Growth 1990-2005

Industry	% Growth
Services	34.7
Retail trade	26.0
Finance, Insurance Real Estate	20.6
Wholesale Trade	16.2
Transportation and Utilities	14.8
Government	14.2
Construction	18.0
Manufacturing	-3.1
Mining	-6.0
Agriculture	-6.0

Table 2: Occupational Growth Predictions 1988 -- 2000

JOB TYPE	% GROWTH	>HS	HS	1-3 YRS HS	4+ YRS HS
Professional	24.0	2	9	15	74
Technicians and Support	31.6	3	29	36	32
Executive Admin & Manager	22.0	5	27	24	44
Marketing & Sales	19.6	13	39	24	23
Admin Support	11.8	7	51	30	12
Service	22.6	31	45	18	6
Production & Repair	9.9	23	53	18	5
Forestry & Farming	-4.8	36	44	12	7
Operators & Labors	1.3	33	51	12	4
Total % Distribution		16.5	39.7	20.8	22.9

Educational Direction

Once the occupation is identified, the planner should consider the training requirements needed for the client to be successful. Studies conducted by Curtis[37] provide more details

[37] Curtis, J., Winsor J., and Stephens, R., National Preferences in Business and Communication Education. Communication Education. vol. 39, July 90.

on training topics needed for professional growth. Table 3[38] ranks industry recommendations on courses or skills that are necessary to become successful in the workplace. The author presents the factors that contribute most to job search success in business. The data resulted from a questionnaire sent to 1000 personnel managers.

Table 3: Courses Important for Entry Level Management

1	Written Communication
2	Interpersonal Communication
3	Management
4	Public Speaking
5	Ethics
6	Personnel Management
7	Financial Management
8	Computer Programming
9	Marketing
10	Mathematics
11	Accounting
12	Public Relations
13	Production Management
14	Statistics
15	Economics
16	Social and Behavioral Sciences
17	Business Law
18	Power and Technology
19	Humanities, fine and Liberal Arts
20	Mass Communication
21	Political Science
22	Life Sciences

[38] US Dept. of Labor, Learning a Living: a Blueprint for High Performance. SCANS - the secretary's commission on achieving necessary skills, April 1992.

Curtis summarizes the industry recommendations as:

1. The most important skills helping to obtain employment: oral speaking and communication.

2. The factor important for successful job performance: interpersonal/human relations skills.

3. The course needed most by entry level management: written communication.

4. The ideal management profile: ability to work well with others (one-on-one).

Curtis strongly suggests that employers recognize that effective communication skills are tantamount to success in the business organization. Table 4 presents Department of Labor (44) criteria for skills and personal qualities that are needed for successful job performance. The workplace competencies and foundation skills identified, complement Curtis' findings.

Table 4: Qualities Needed for Successful Job Performance

Workplace Competencies
- Resources -- how to allocate time, money, and material
- Interpersonal skills -- learn team work
- Information -- acquire and evaluate data
- Systems -- understand social organizations
- Technology -- ability to select tools and equipment

Foundation Skills
- Basic Skills -- learning reading, writing, and arithmetic
- Thinking -- reasoning and decision making
- Personal Qualities -- developing responsibility

Research Study

An independent study of sixty three government managers, and 104 government industrial specialists was conducted. The participants work daily with small businesses. Table 5 provides two governmental views of courses that should be taught -- one from management and another from industry. They were requested to identify those topics and courses that would be of assistance in preparing high school students for future positions in their organizations. The survey resulted in a list, (Table 5), of recommended courses needed by emerging workers. Appendices 5 and 6 are provided as examples of the survey questionnaires. A combination of Curtis' four recommendations, Tables 3 and 4, and list of specific topics (Table 5), should be used as a guide for educational direction in a welfare reform plan.

Table 5: Topics that Should be Taught in Welfare Reform Programs

Government Managers Views	**Industrial Specialists Views (cont'd)**
general management	computers
work methods	hands-on operations
computer technology	personnel and business relations
work environment	process technology
technology applications	finance
	blue print reading
Industrial Specialists Views	quality assurance
	safety
manufacturing courses	math
reading	future machine shop operations
public speaking	planning and scheduling
engineering drawing	statistics
human relations	English
algebra	writing
chemistry	contracting

The planner should consider Dorthy Gilliam's[39] recommendation and offer more continuing education and job training for people who want meaningful work. It would possibly alleviate the dissatisfaction that Thomas[40] describes. He quotes Ivy League college graduates, "we're not getting meaningful jobs ...It's as though our college degrees don't mean anything." These jobs described by the college graduates may be adequate for welfare recipients with high school or community college training. Therefore industry should consider welfare clients when filling openings that don't necessarily require college trained personnel.

TEMPLATE – step 4

Step four in the template is to focus on the political objectives and industry trends, and to ensure that the plan addresses the national and state goals. Next, locate growth industries, and teach those courses and qualities known to provide increased possibility for future promotion. Finally, use the educational trends and research to select the courses desired by industry.

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[39]Gilliam, D., Wrong Way to Reform Welfare. Washington Post, 11 Dec. 93.
[40]Thomas, S., Take this Job and Love It ... Well, at least try to learn from it. Washington Post, 7 Dec.1993.

Template Development

This section offers a source of data to streamline planning. It consists of a series of tables (6 through 9 respectively) which can be used by reform developers to: verify contacts, identify successful in-place programs, establish exit criteria, and summarize national and state policies. The section concludes with a summary of the national and state objectives for welfare reform. This is the fifth step of the template.

Contact Points

Table 6 identifies organizations and contact points for authors of reform plans. It is a summation of the research on welfare reform topics. It should be used to minimize duplication and to locate sources for plan sponsorship. The table includes a summary of programs already in place, the leaders in welfare reform and locations of additional information.

Table 6: Sources of Planning Information

Organization	Current Contact .....Points.....	Title	Address/Telephone
White House	General Information		(202) 456-1414
	Income Maintenance		(202) 382-6854
	Publication service		(202) 395-7332
	Domestic Policy		(202) 456-2216
	Welfare Reform	Bruce Reid White House aide co-chairman of task force	(202) 456-6515 Aerospace Bldg., 370 L'Enfant Promenade SW Suite 600 Wash. DC 20447.
Dept. of Labor	General Information		(202) 219-8271
	Public Affairs		(202) 219-8211
	Robert Reich	Secretary	(202) 219-7316
	Ellis Rotman	Press Office	(202) 219-5823
Dept. of Health and Human Services	General Information		(202) 619-0257
	Pat Sosa	Dir. of Public Outreach	(202) 401-9261
	Abby Gothsmith	Press Releases	(202) 205-3600
	Mary Jo Bane	Asst. Secretary for Children and Families	(202) 619-0257
US Senate	General Information		(202) 224-3121
	R. Dole (R-Kan)	Sen. Minority Leader	(202) 224-6521
	Mitchell (D-Maine)	Sen. Majority Leader	(202) 224-5344
	Dan P. Moynihan	Sen. Finance Com Ch	(202) 224-4451
	R. Packwood (R-Or)	Sen. Finance Com	(202) 224-5244
	R. Finegold (D-Wis.)		(202) 224-5523
	Herb Cole (D-Wis.)		(202) 224-5653
US House	General Information		(202) 225-3121
	Documents Office		(202) 225-3456
	Foley (D-Wash)	Speaker of the House	(202) 225-2006
	Ford (D- Mich.)	Ed & Labor Com Ch	(202) 225-6261
	Leslie Byrne (D-Va.)	Public Works Com	(202) 225-1492
	Rostenkowski (D-Ill)	Ways and Means Ch	(202) 225-4061

numbers in ( ) are references

Table 6: (Cont.) Sources of Planning Information

Industry Programs			
Minnesota	Minneapolis (18) Mark Tennant	President EAI	
	Edison project (19)		
Texas	Houston (24)		
Michigan (25)			
Maryland	Baltimore (21)	"Choice Program"	
Florida	Miami (17)		
New York	New York (8)		
Virginia	Robert Rector (conservative) Susan Steinmetz (liberal)	Heritage Foundation Ctr on Budget and Policy Priorities	
New York & Conn.	Peter Cove, president	American Works (8)	(212) 244- JOBS
Regional in US	Hon. W. H. Annenberg	New Am Schools Dev'l Corp.	(703) 908-9500
State and City Gov.			
Wisconsin (31)	T. Thompson	Governor	
		General Information	(608) 266-1212
Milwaukee	Mayor John O. Norquist (D)	David R. Riemer (chief of staff)	(414) 286-2200
State Rep Wis. (D)	Antonio Riley	Dan Lorentz (staff)* HHS programs Learnfare, Children First -- Parental and Family Responsibility Initiative	(608) 266-0645 (414) 933-2745/0530 Room 311 100 N. Hamilton St. PO Box 8953 Madison WI. 53708
	Mark Liedl	Governors staff	(608) 267-0597
	Gerald Whitburn	Social Services Sec	
	Barbara Notstein	David Ward (staff) Wis. Jobs Connection	(608) 266-0650 or call Milwaukee ext.
	Julie Kirksick	New Hope Project	(414) 342-3338
Oregon	B. Robert	Governor	JOBS, Salem
California		Greater Avenues for Independence (GAIN)	edu and training project for welfare recipients
Massachusetts	William Weld	Governor	

Table 6: (Cont.) Sources of Planning Information

Virginia Government	Larry Jackson	Commissioner of the Va. Dept. Soc Service chairman of the Am Public Welfare Assn. task force on reform	
	Kay James	Sec of HHR	
Virginia House of Del.	Rep. J. H. Dillard II	Joan Haring on staff	(804) 786-7103
Virginia Community College	Stephen Manster	Exec Director Rappahannock Area Development Com	PO. Box 863 Fredericksburg Va. 22404 (703) 373-2890
	Arnold Oliver	Chancellor State Community College	Virginia Community College System James Monroe Bldg. 101 North 14th Street Richmond Va., 23219 (804) 225-2118 fax (804) 786-3786
	Elmo Roesler	Vice Chancellor	(804) 225-2221
	Ned K. Scwartz	State Director Tech Prep Programs	(804) 225-2115 (804) 371-2877 James Moore CC 101 N 14th St. Richmond Va. 23219
	Rich Gossweiler	Germanna Com Coll.	(703) 423-1333

The following table provides a listing of programs that are currently in the prototype stage or actively implemented. The planner's focus should be to augment existing programs or implement versions locally. They are divided into programs that are operational under private companies, state or national projects or in use by the Virginia community college.

Table 7: Programs Currently in Place

Private Companies

Education Alternatives Inc. (17)
The Edison Project (19)
Baltimore "Choice" (21)
American Society for Training and Development
New York's "American Works" (8)
New American Schools Development Corp.

National Programs

Dept. of Education "Goals 2000"
Dept. of HHS "Job Opportunities and Basic Skills Training"
Dept. of HHS "Earned Income Tax Credit (EITC)"

State Programs

Colorado community colleges (25)
Michigan community and technical colleges
Houston community colleges The Job training Partnership Act (24)
Maryland Prince George County Job Corps Center
Dept. of HHS, "State Welfare Demonstrations" (29):
Georgia Iowa Vermont Virginia Wyoming Illinois Wisconsin
Work not Welfare
Learnfare
Parental and Family Responsibility Initiative
Two-Tier Welfare Demonstration Project
California
Greater Avenues for Independence (GAIN) Program
(education and training project for welfare recipients)
Oregon
JOBS program
(education, job training, work search and assistance)

Virginia Community Collage

Tech Prep Three-Year Action Plan, Project GCC-P18-92 (10)

numbers in ( ) are references

Exit Criteria

Exit criteria should form the final part of a strategy for a welfare reform plan. When evaluating a pilot program they ensure that planned results are documented and that they are consistent with the state and national objectives. The exit criteria should identify the educational goals at the beginning of the program. When placing clients into careers the educational levels recommended are: less than at high school, high school, and community college levels. Once a prototype plan is operational, a review should determine if clients have achieved goals corresponding to the national and state policies identified in table 8.

Larry Jackson, and Laurie McGinley[41] have provided additional suggestions for a well-rounded welfare reform plans:

1. Welfare should reflect mutual responsibility on the part of the parent and the welfare agency.

2. More education for poor women and new "assured benefits" for children. The latter would be added to the wages of mothers who work, but deducted from the welfare benefits of those who don't.

3. Requirements to work in exchange for benefits.

4. Clients stay on welfare but works off the grant at minimum wage jobs.

5. Enlist welfare mothers in a national service program.

6. Subsidize private employers to create jobs.

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[41]McGinley, L., Politics & Policy: Clinton Faces Daunting Task in Turning Welfare Rhetoric into a Coherent Policy. The Wall Street Journal. Sec: A p:12, 29 Dec. 1992.

7. Universal access to medical care, (currently, those who go off welfare lose Medicaid)

8. Expand earned income tax credit.

9. Increase the minimum wage.

10. Increase child support enforcement.

Rector[42] suggests that successful programs should have several requirements including:

1. That the requirement to work should be permanent and last as long as the recipient receives welfare.

2. That emphasis should be on mandatory community service work.

3. That welfare benefits should be contingent on and paid only after the successful completion of performance requirements.

4. That caseworkers must sincerely and persistently inform recipients that they have a moral obligation to get a private sector job or, if jobs are not available, to perform community work.

Consider a combination of schemes to provide maximum flexibility in planning. So those welfare clients, properly motivated and helped with a limited amount of technical assistance, can be successful at getting and holding jobs.

TEMPLATE – step 5

Step five of the template is to make contacts using the tables provided and to determine if the proposed plan augments existing industry, national or state plans. In addition, the planner should develop exit criteria based on political objectives (table 8 below) and finally consider previous writings and recommendations to improve flexibility of the plan.

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[42]Rector, R., Welfare Reform, Dependency Reduction, and Labor Market Entry. Journal of Labor Research (JLR). Vol.: 14, Issue: 3, p: 283-297, Summer 1993.

Table 8: National and State Objectives for Welfare Reform

Clinton's National Plan for Welfare Reform

Prevention of pregnancy, responsible two parent families
Support for working Families with Earned Income Tax Credit
Self-sufficiency through Access to Education and Training
Time limited Welfare Followed By Work
Child Support
Non custodial Parents
Simplifying Public Assistance
Increased State Flexibility Within a Clearer Federal Framework Deficit Neutral Funding.

Wisconsin's Plan for Welfare Reform

Pledge to work for benefits
Training within 30 days
After 1 year recipients must be working (private or public job) in exchange for benefits after 2 years benefits end
Transitional benefits such as child and health care continue for one year after cash benefits end
Employment will be generated through a partnership between business, local communities and government with strong participation by county government.

California,

Cut all grants by 10%.
After six months, able-bodied recipients who failed to find a job would be cut an additional 15%.
Allow families to keep money earned from a part-time or full-time job.
Food stamps would increase regardless of whether the parent works.

Minnesota / Florida

Cut off cash benefits after four years except for those with disabilities or with children under 3 yr. Food stamps and Medicaid health insurance would continue.
Recipients to spend a quarter of their time in school, training or work.

Discussion: conclusions, interpretations, implications

Welfare reform is on the horizon and now is the time for local administrators and especially educators to begin planning. The research on this project has identified implications for national welfare reform. But, most of the initiatives are simply political rhetoric. The Clinton team submitted its plan in January 1994, and opponents are forming coalitions. The president can anticipate a partisan fight. Joining the ranks of Republican, opponents will be unions, liberal democrats and numerous special interest groups. As Joseph Califano, former Secretary of Health and Human Services, said in an ABC TV interview[43], "Clinton's initiative is nothing new, presidents Kennedy, Nixon, Johnson and Reagan all had similar plans to expand job training and to reduce the welfare roles." As this is an election year, it is possible that legislators may be encouraged to enact a reform plan.

Community colleges still seem to be on the sidelines. The researcher was not able to identify any national educational thrust by the community colleges; only fragmented plans exist. While many of the plans have merit, they also need consolidation and a champion. Private job-locating companies have taken the lead and have obtained notable publicity in the education and job placement field. No such collegiate initiative seems to be forthcoming. Educators now have the opportunity to make significant inroads. It is another chance to retrieve a lost generation of failed students. The community colleges should be in the forefront. The state financial mechanisms and infra-structure are in place. National organizations that emphasize education exist and could provide a forum for the reform movement. However, the implication from this research study is that private job

[43]Mayor Gulinite, American Works. ABC News TV 27 Jan. 94.

placement industries will take the lead and force the welfare reform into successful operations. The researcher has identified four contributing reasons:

1. the president is currently emphasizing new health care programs, opponents (1) cite the creation of another bureaucracy for monitoring welfare reform as being wasteful

2. in a number of states, there are very successful private firms doing job placement

3. Clinton and Gore have vowed to "recreate government," therefore, additional government personnel needed to fix welfare will come under tremendous attack from opponents and supporting increased personnel would be politically untenable

4. industry is motivated by cost effectiveness

If education is to get a foothold in the welfare reform movement, it needs to make a concerted effort before competing projects evolve.

Recommendations for getting the community college projects started:

1. consider how the plan will enhance areas not considered in the national state or industrial plans already in place (table 7 & 8)

2. recruit team members who will expand the vision to administration; emphasize the community college's comprehensiveness

3. contact and obtain support from local, state and national leaders, and national community college organizations to lobby for education as part of reform (table 5)

4. identify funding sources and provide a schedule (table 5)

5. identify partnership relationships with growth industries (table 3); focus on specific course topics that can be provided (table 4); stress the Tech Prep role.

Summary Conclusions

The objective of the research project was to review current welfare initiatives and to develop a methodology for implementing welfare reform plans. The research resulted into a five step template which addresses formulating a vision into a strategy, team development, and locating advocates and funding. Tables, which are part of the template concept, provide data to make contacts, identify initiatives already underway, focus on growth industries which ensures that the strategy is not redundant, and suggest curriculum based on personal and published surveys. Finally, a summary of current national and state objectives were documented to focus planning on desired administrative outcomes.

Summary of the Template Methodology

Step 1: Recognize that a need exists. Welfare statistics are supplied to support the need for such a plan.

Step 2: Develop a plan which serves as an overall systems approach and which includes external environment, input, process, output and feedback considerations, (figure 1).

Step 3: Once a system concept is formatted develop a strategy that provides for team consensus, administration support, understanding of the proponents and opponents of the plan, and, funding and evaluation of the results. Use evaluation models to focus on desired results.

Step 4: If partnerships with businesses and other work organizations are anticipated, identify the industry trends, training needs, training approaches, and evaluation procedures. Educational trends, such as privatization, contract training, and vocational education must also be considered. Identify current legislative objectives including national, state and industry trends. Use the survey of industry trends, educational levels, course types and quality needed as a guide for educational direction, (tables 1, 2, 3, 4 and 5 and Appendices 5 and 6).

Step 5: Verify contacts, identify successful in-place programs, establish exit criteria and address national and state policies. Consider an exit criterion as part of the planning strategy; review other author's suggestions for well-rounded plans, (tables 6, 7, and 8 and Appendices 1 and 4).

The information developed in this project will enable a welfare reform planner to implement strategies more readily. The planner will start with a template -- instead of a blank paper and a good idea.

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Appendix 1 -- State Welfare Demonstrations -- 1993

Fact Sheet

State Welfare Demonstrations - 1993

Under section 1115 of the Social Security Act, HHS is authorized to grant states waivers of current laws governing the AFDC and Medicaid programs. This authority is intended to give states the flexibility to demonstrate alternatives that better match their residents' needs.

HHS is committed to fulfilling President Clinton's mandate to make the waiver process more efficient. This should give states more flexibility in their management of joint federal-state programs while maintaining quality services for HHS beneficiaries.

Since January 20, HHS has approved welfare demonstration projects in Georgia, Illinois, Iowa, Vermont, Virginia, Wisconsin and Wyoming. Requests are pending from 15 other states.

GEORGIA

Georgia is initiating the "Personal Accountability and Responsibility Project" (PAR) which strengthens federal work requirements that must be met in order to receive cash benefits. Georgia's welfare agency will now be able to exclude from an AFDC grant any able-bodied recipient between the age of 18 to 60 who has no children under the age of 14 and who willfully refuses to work or who leaves employment without good cause. The rest of the family will continue to be eligible for AFDC benefits.

The plan will also allow the state to deny additional cash benefits for additional children born after a family has been on welfare for at least two years if the child was conceived while the family was on welfare. However, PAR would allow recipients to "earn back" the denied benefits through the receipt of either child support payments or earnings.

Medicaid and Food Stamps eligibility will continue for all family members. In addition, Georgia will offer family
planning services and instruction in parental skills to AFDC recipients.

Georgia's waiver request was received on May 18, 1993 and granted on Nov. 1, 1993.

ILLINOIS

The Work Pays component, added to the previously approved Project Fresh Start, encourages employment and thereby self-sufficiency by enabling recipients to keep more of their earnings than is

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Appendix 1 -- State Welfare Demonstrations -- 1993

Fact Sheet

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normally allowed. The State will disregard two of each three dollars earned for as long as they continue working.

Illinois' waiver request was received August 2, 1993 and granted on November 23, 1993.

IOWA

Iowa is implementing a reform plan that will encourage AFDC and Food Stamp recipients to take jobs and accumulate assets through a program of "Individual Development Accounts." Funds deposited in an account can only be withdrawn to pay for education, training, home ownership, business start-up or family emergencies. The current law which limits each family's assets to $1,000 will be changed to allow each applicant to have up to $2,000 in assets and each AFDC family to possess up to $5,000 in assets. Additionally, the vehicle asset ceiling will rise from $1,500 to $3,000.

Recipients will also be encouraged to work under a new formula which disregards 50 percent of their earnings in the calculation of benefits. For recipients lacking in significant work histories, all income will be disregarded during the first four months on AFDC. A Family Investment Program will be created for most AFDC parents, requiring them to participate in training and support services as a condition of AFDC receipt. Only parents with a child under 6 months old at home, those working at least 30 hours per week, and the disabled are exempt. Individuals who choose not to participate in the Family Investment Agreement will have their AFDC benefits phased out over six months and will not be able to reapply for another six months.

Iowa's waiver request was received on April 29, 1993 and granted on Aug. 13, 1993.

VERMONT

Vermont's "Family Independence Project" (FIP) promotes work by enabling AFDC recipients to retain more income and accumulate more assets than is normally allowed. FIP also requires AFDC recipients to participate in community or public service jobs after they have received AFDC for 30 months for most AFDC families, 15 months for families participating in the unemployed parent component of AFDC. Current child support payments will now go directly to families entitled to them.

Vermont's waiver request was received on April 29, 1993 and granted on Aug. 13, 1993.

VIRGINIA

Virginia's "Welfare Reform Project" will encourage employment by identifying employers who commit to hire AFDC recipients for jobs that pay between $15,000 and $18,000 a year and by providing additional months of transitional child care and health care benefits. A second statewide project will: enable AFDC families to save for education or home purchases by allowing the

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accumulation of up to $5,000 for such purposes; encourage family formation by changing the way a stepparent's income is counted; and allow full-time high school students to continue to receive AFDC benefits until age 21. Further, in up to four counties, AFDC recipients who successfully leave welfare for work may be eligible to receive transitional benefits for child and health care for an additional 24 months, for a total of 36 months. In one location, Virginia will offer a guaranteed child support "insurance" payment to AFDC families who leave welfare because of employment to assist the family in maintaining economic self-sufficiency.

WISCONSIN

Wisconsin's reform plan, "Work Not Welfare," will require that most AFDC recipients either work or look for jobs. The plan provides case management, employment activities and work experience to facilitate employment. Receipt of AFDC benefits will be limited to 24 months in a four-year period, except under certain conditions, such as an inability to find employment in the local area due to a lack of appropriate jobs. Upon exhaustion of benefits, recipients become ineligible for 36 months.

With exceptions, children born while a mother receives AFDC will not be counted in determining a family's AFDC grant. In addition, child support will now be paid directly to the AFDC custodial parent in cases where the funds are collected by the state.

Wisconsin's waiver request was received on July 14, 1993 and granted on Nov. 1, 1993.

WYOMING

Wyoming's reform plan will encourage AFDC recipients to enroll in school, undertake a training program, or enter the workforce. Wyoming's plan will allow AFDC families with an employed parent to accumulate $2,500 in assets, rather than the current ceiling of $1000.

Wyoming will promote compliance with work and school requirements with tough penalties: AFDC minor children who refuse to stay in school or accept suitable employment could have their monthly benefit reduced by $40; and adult AFDC recipients who are required to work or perform community service, but refuse to do so, face a $100 cut in their monthly benefit. Also, Wyoming will severely restrict eligibility for adults who have completed a post-secondary educational program while on welfare, and will deny payment to recipients who have confessed to or been convicted of program fraud until full restitution is made to the State. Unemployed, non-custodial parents of AFDC children who are not paying child support can now be ordered, by the courts, into Wyoming's JOBS program.

Wyoming's waiver request was received on May 20, 1993 and granted on Sept. 7, 1993.

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Appendix 2 -- Earned Income Tax Credit

Fact Sheet

Earned Income Tax Credit

Contrary to popular understanding, work is not a guarantee to escaping poverty. In 1991, 9.2 million workers were poor, 2.1 million of whom worked full-time, year-round. Fully 5.5 million people lived in poor families with children which contained one full-time, year-round worker.

The Earned Income Tax Credit (EITC) is a refundable tax credit designed to help the working poor. The credit offsets the tax liability of low-income heads of household and is paid as a percentage of earnings to a certain maximum.

The recently-passed reconciliation bill includes a major expansion of the EITC which would achieve President Clinton's goal of assisting families of four with a full-time worker to reach the poverty line. The five-year cost of this expansion is $20.8 billion, with $7.0 billion spent in fiscal year 1998.

Eligibility Requirements

Under the provision, working poor families with two or more children would receive a 34 wage supplement through the EITC for every $10 of the first $8,425 they earn. A family of four with full-time, full-year minimum wage earnings would receive the maximum credit of $3,370.

For families with two or more children, the credit phases out at a rate of 21 cents for each dollar earned above $11,000. Eligible tax filers making up to $27,000 in earnings will still receive a credit.

For the first time, a credit will also be available for low-income workers without children. A childless worker would receive a maximum credit of $306 based on earnings between $4,000 and $5,000. Nearly five million workers without children who have very low incomes (less than $9,000) and are between the ages of 25 and 64 would also benefit.

Impact

Compared to the situation with no EITC at all, the enacted legislation would amount to a 40 percent higher return from working for low-income families with children. Compared to current law, a two-parent family with two children and one wage-earner working full-time at minimum wage would get $1,375 more per year. In effect, this raises the pay for such a person by 16 percent over the situation under prior law.

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Washington, DC 20201
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Appendix 3 -- Aid to Families with Dependent Children

Working Group on Welfare Reform, Family Support and Independence

Chairs

Bruce Reed	*Deputy Assistant to the President for Domestic Policy*
David Ellwood	*Assistant Secretary for Planning and Evaluation, Department of Health and Human Services*
Mary Jo Bane	*Assistant Secretary for the Administration for Children and Families, Department of Health and Human Services*

Members

Kan Apfel	*Assistant Secretary for Management and Budget, Health and Human Services*
Michael Alexander	*Executive Assistant to the Secretary, Department of Agriculture*
Walter Broadnax	*Deputy Secretary, Department of Health and Human Services*
Norma Cantu	*Assistant Secretary, Office of Civil Rights, Department of Education*
Robert Carver	*Deputy Assistant Secretary for Returns Processing, Treasury Department*
Andrew Cuomo	*Assistant Secretary for Community Planning and Development, Department of Housing and Urban Development*
Maria Echaveste	*Administrator, Wage and Hour Division, Department of Labor*
Chris Edley	*Associate Director for Economics and Government, Office of Management and Budget*
Joycelyn Elders	*Surgeon General, Department of Health and Human Services*
Maurice Foley	*Office of Tax Policy, Treasury Department*
Thomas Glynn	*Deputy Secretary, Department of Labor*
Ellen Haas	*Assistant Secretary for Food and Consumer Services, Department of Agriculture*
Elaine Kamarck	*Office of the Vice President*
Augusta Kappner	*Assistant Secretary for Vocational and Adult Education, Department of Education*
Madeleine Kunin	*Deputy Secretary, Department of Education*
Avis Laveile	*Assistant Secretary for Public Affairs, Department of Health and Human Services*
Marsha Martin	*Executive Director, Interagency Council on the Homeless*
Alicia Munnell	*Assistant Secretary for Economic Policy, Treasury Department*
Wendell Primus	*Deputy Assistant Secretary for Human Services Policy, Department of Health and Human Services*
Doug Ross	*Assistant Secretary, Employment and Training Administration, Department of Labor*
Isabel Sawhill	*Associate Director for Human Resources, Office of Management and Budget*
Eli Segal	*Assistant to the President for National Service*
Marshall Smith	*Undersecretary, Department of Education*
Eugene Sperling	*Deputy Assistant to the President for Economic Policy*
Michael Stegman	*Assistant Secretary for Policy Development and Research, Department of Housing and Urban Development*
Joseph Stiglitz	*Council of Economic Advisors*
Fernando Torres-Gil	*Assistant Secretary for Aging, Department of Health and Human Services*
Jeff Watson	*Deputy Assistant to the President for Intergovernmental Affairs*
Kathi Way	*Special Assistant to the President for Domestic Policy*

(11/1/93)

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Appendix 4 – Working Group on Welfare Reform Members

Working Group on Welfare Reform, Family Support and Independence

Chairs

Bruce Reed	*Deputy Assistant to the President for Domestic Policy*
David Ellwood	*Assistant Secretary for Planning and Evaluation, Department of Health and Human Services*
Mary Jo Bane	*Assistant Secretary for the Administration for Children and Families, Department of Health and Human Services*

Members

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Walter Broadnax	*Deputy Secretary, Department of Health and Human Services*
Norma Cantu	*Assistant Secretary, Office of Civil Rights, Department of Education*
Robert Carver	*Deputy Assistant Secretary for Reserve Processing, Treasury Department*
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Thomas Glynn	*Deputy Secretary, Department of Labor*
Ellen Haas	*Assistant Secretary for Food and Consumer Services, Department of Agriculture*
Elaine Kamarck	*Office of the Vice President*
Augusta Kappner	*Assistant Secretary for Vocational and Adult Education, Department of Education*
Madeleine Kunin	*Deputy Secretary, Department of Education*
Ava Lavelle	*Assistant Secretary for Public Affairs, Department of Health and Human Services*
Marsha Martin	*Executive Director, Interagency Council on the Homeless*
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Eli Segal	*Assistant to the President for National Service*
Marshall Smith	*Undersecretary, Department of Education*
Eugene Sperling	*Deputy Assistant to the President for Economic Policy*
Michael Stegman	*Assistant Secretary for Policy Development and Research, Department of Housing and Urban Development*
Joseph Stiglitz	*Council of Economic Advisors*
Fernando Torres-Gil	*Assistant Secretary for Aging, Department of Health and Human Services*
Jeff Watson	*Deputy Assistant to the President for Intergovernmental Affairs*
Kathi Way	*Special Assistant to the President for Domestic Policy*

(11/1/93)

Appendix 5 -- Survey Example From Government Managers

1. Over this course you have been exposed to numerous types of training methodology. In order to perform our roles as teachers more effectively, it is requested that you take a few minutes and evaluate what techniques were the most learning effective (what methodology provided the most knowledge that you will retain for future courses)? Please an X in the column.

	very effective	OK	not effective
vu graphs (cartoons)		X	
case study exercises	X		
in class handouts	X		
home reading material		X	
in class exam		X	
films	X		
group discussions	X		
team term project		X	
lectures			
individual research presentations	X		

Comments: Management techniques and issures should be taught to incomming employees.

2. If this course is taught to civilian / military personnel which topics should be expanded to secure a position in government/ industry? Topics below correspond to course topics.

	could be of benefit	no benefit
Roles of research and engineering	X	
R&D Project Management	X	
Engineering and Marketing	X	
Strategic Planning	X	
Information Control	X	
Planning and Budgeting		X
Presentations	X	
Software Management		X

Appendix 6 -- Survey Example From Industrial Specialist

Manufacturing Course

What topics/ courses should individuals be taught to prepare them for jobs in industry? Assume they have high school to two years community college training.

1. human/industrial relations
2. math
3. machine operations
4. English
5. technical and business writing
6. materials composition
7. listening skills
8. team building workshops
9. internship programs
10. computers
11. business law

Appendix 7 -- House of Representatives (L. Byrne) Welfare Reform

LESLIE L. BYRNE
11th District, Virginia
COMMITTEE
PUBLIC WORKS AND TRANSPORTATION
SUBCOMMITTEES
Surface Transportation
Water Resources and Environment
INVESTIGATIONS AND OVERSIGHT
VETERANS
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February 8, 1994

Mr. Joseph S. Cianfrani
6222 Wilmette Drive
Burke, Virginia 22015

Dear Mr. Cianfrani:

Thank you for contacting me to express your concerns about proposals to reform our welfare system.

As you may know, welfare reform has become a top priority for both Democrats and Republicans this year. Ending "welfare as we know it" has become a common theme in every proposal being seriously considered by Congress, and the idea of a fixed limit has already gained considerable support from both sides of the aisle. President Clinton recently unveiled a welfare reform proposal that will require welfare recipients who can work to find a job within two years, either in the private sector or community service. I strongly support this approach and agree that it will empower beneficiaries and strengthen our economy.

I think a top priority of welfare reform must be improving child support enforcement. Too many non-custodial parents flee their financial responsibilities to their children without suffering any recourse. Failure to pay child support is one of the most common reason why custodial parents, mostly women, and children rely on cash assistance programs. Since my arrival in Congress, I have worked closely with my colleagues to improve enforcement and collection efforts and will continue to do so as we debate welfare reform.

Regardless of which direction we take with welfare, I believe the most fundamental reform must be instituting changes that encourage welfare recipients to leave their entitlement and find work. This means more comprehensive job training and education program as well as universal coverage of health care.

Today, millions of recipients stay on welfare to receive Medicaid because taking a job means they will lose health benefits for themselves and their children. I believe comprehensive health coverage will end a major disincentive to working. For this reason, many legislators are using the upcoming debate on health care reform as a foundation for welfare reform. Although I am confident we will pass a health reform plan this year, I am also eager to make welfare reform an equally high priority.

Again, thank you for contacting me. I sincerely appreciate the time you took to share your comments about welfare reform, which I believe must be one of Congress highest priorities this year. Please do not hesitate to contact my office again.

Sincerely,

Leslie Byrne

Leslie L. Byrne
Member of Congress

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Vita

Joseph T. Cianfrani was born on 28 August 1942, in Philadelphia Pa. He graduated from Bishop Neuman High School in 1960 and received his Bachelor of Science in Mechanical Engineering from Drexel Institute of Technology in 1967. He obtained a Master of Systems Management from the University of Southern California in 1972 and Master of System Engineering from George Mason University in 1990. He holds a Professional Engineers license in Mechanical Engineering from the District of Columbia. He received his Doctor of Arts in Community College Education from George Mason University in 1994.